

18 APR 1955

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MEMORANDUM FOR: Director of Central Intelligence

THROUGH: Deputy Director (Support) [REDACTED]

SUBJECT: Ten Ways for Improving CIA's Personnel Management

REFERENCE: Memorandum For DCI from IG, 25 February 1955,  
[REDACTED]

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1. The Inspector General forwarded this Office a copy of referenced memorandum. Since that time we have evaluated as realistically as possible the ways in which we could adopt or go beyond the suggestions made. At the same time we have taken stock of our activities in the various fields mentioned to assess what we have done against the targets set and determine where we appear to lack sufficient force and effectiveness. From the outset, we were in complete agreement with the spirit and intent of the Inspector General's views.

2. We are pleased to have had the opportunity to review the DD/P's comments to you on the paper, since much of the content is of vital concern to that complex. His expression of satisfaction with some of our performance of duty is particularly gratifying.

3. I have prepared and attached my own comments on the various points mentioned. My comments, in some detail, will serve as an action paper for this Office for future activities.

4. I am appreciative of this opportunity to have many of our day-to-day problems viewed both pro and con. In some respects, I hope we may have resolved a few misconceptions. In other respects, I am confident that an objective look at the vital business of personnel management has revealed areas in which we may all reach a common understanding and base our future operations on mutual respect and tolerance.

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Harrison G. Reynolds  
Director of Personnel

1 Encl:  
Comments on 10 Points

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Point 1:

"Make 'Service' the slogan of the Personnel Office, and see that every individual in that office understands and acts accordingly. The Personnel Office should be advised that its mission is to do what CIA wants done in the Personnel field even though it does not coincide with Civil Service practices."

General Comments:

There can be no argument with the principal and fact that the Office of Personnel exists solely to give service to the primary mission of the Agency. Our staff members have been informed again and again that they are in a fluid program rather than one rigidly controlled by statutes and that effectiveness depends on reaching common understanding with operating officials. Our contacts with the civil service system are extremely limited, being confined to such things as participation in the government-wide retirement system, observation of the requirements of the Veterans Preference Act in adverse actions against employees, the President's insurance program, and similar matters in which the Agency has not been specifically exempted from specific laws or regulations. In those cases where the Agency is specifically exempted, such as from the provisions of the Classification Act, but where the Agency by election observes the general structure and principles of the Act, we have made modifications in response to Agency needs. The Hoover Commission and other groups such as the House and Senate Civil Service Committees have made recommendations which we have adapted, where appropriate, to our particular requirements, solely because the modifications recommended would serve to afford the Agency greater flexibility in its operations.

Accomplishments to Date:

We are gratified that our largest customer, DD/P, has commented that this defect no longer seems of overwhelming significance, and that in many respects, particularly in overseas processing, this office is demonstrating an outstanding sense of service. We have progressed to the point where, except for a few basic laws, we can and do write our own ticket.

Future Plans:

We shall remain alert to proposed legislation which would impinge upon the necessary flexibility of our personnel administration and seek, through the Legislative Counsel, exemptions or modifications acceptable to the Agency. Further, as existing laws, or their enforcement, begin to take away the elements now enjoyed, we shall seek, through appropriate measures, changes or policy pronouncements aimed at providing the least possible outside control.

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Point 2:

"Get fresh blood into the Personnel Office in the form of experienced and respected officers from other parts of the Agency, particularly DD/P. To do this give DD/S and D/Personnel the right to select ten GS-13 to GS-15's from other offices and place them in key Office of Personnel positions elsewhere in the Agency where they will obtain broadening experience."

General Comments:

I will not quarrel with the usefulness of this point, both from the viewpoint of the person going from the Office of Personnel and the person coming to the Office of Personnel. Cross-fertilization is a must in this as well as in any comparable business. For many months there has been a steady flow of experienced personnel technicians out of the Office of Personnel into operating offices, especially within the DD/P complex. In a few instances, we have been fortunate enough to bring back into the Office of Personnel experienced people who have had either long experience in DD/P or who have had overseas experience with the Agency. There has not been enough of either, however, and particularly the latter. In time, I am confident that more than the 10 rotations suggested can be made. In the meantime, I have a very real job to do which demands results, not promises. I personally represented "new blood" upon my assignment in January 1954, and I strongly desire other new blood on a mutually acceptable basis.

Accomplishments to Date:

With the recent loss of my Deputy, I have a "new blood" Deputy selected with whom we all are familiar and to whom we shall all look to inject into our thinking the best views on overseas administration. The present Chief, Classification and Wage Division has been nominated for an important overseas assignment which will surely perfect his education and training in total Agency operations.

Future Plans:

My Executive Officer has, for some time, been designated to rotate the present chief of Personnel for Hq. NAC. We need other high-level positions in overseas areas to which my senior people may be assigned, and we are working on this aspect of our problem now. Under existing manning tables, it would take us 14 years to have each presently assigned Division or Staff chief obtain the advantages of overseas experience, since there is only one GS-15 personnel officer position in an overseas area. There are no GS-14's and only a few GS-13's. I would like, within budgetary limitations, to take advantage of the familiarization tours to be authorized shortly in an effort to fill this gap in our respective knowledges. I personally plan to make such a tour around January 1956, which will be approximately three months after my new Deputy reports in.

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Point 3:

"Require all supervisors to take a short (12-20 hour) course in personnel management. This could easily be developed by the Office of Training in collaboration with the Office of Personnel and would give practical instruction on such subjects as: where to find and how to use the regulations on personnel; how to deal with requests for promotion; how to make out fitness reports; steps to take with mediocre or incompetent employees; the importance of keeping employees always advised of the caliber of their work; how often to have staff meetings and what to say at them; how to cope with employees' personal problems."

General Comments:

We surely agree with this suggestion, and as DD/P observes, reaction to similar courses now conducted is enthusiastic. It makes little sense to possess a valuable asset and lack the knowledge of proper and effective management of it.

Accomplishments to Date:

While a course such as suggested has not been formalized, we have taken some steps with relation to supervisors of military personnel. It is certain that many civilian supervisors have little knowledge of the services that are provided by MPD and are not too well aware of the effects of a tour of duty with CIA upon the military career of detailed military personnel. The question of effectiveness reports presents continuing problems and requires that supervisors be kept current on Service doctrines and policies concerning them. This should be a special subject of periodic, mandatory instruction by MPD. Since military personnel represent a special kind of personnel resource with special skills and training, and since detailed military people have a primarily military career, it is essential that they be properly assigned and utilized. A talk and roundtable discussion is prepared covering the subject of effectiveness reports and certain additional subjects, including reception procedures, human relationships, maximum utilization of military personnel, classification and assignment of military personnel. This presentation and the forum will consume about one hour, and it has been previously presented in OTR management course by [REDACTED]. At that time the presentation was well received and I believe it would be equally acceptable in a course such as IG proposes.

Future Plans:

We shall explore fully the development of a formal overall course.

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Point 4:

"Place overseas returnees in positions before they return. This is not solely a problem for the Office of Personnel, but is one that can be solved by Personnel, DD/S and DD/P. It has been one of our sorest spots in personnel management, but one to my mind susceptible to easy solution by good administration and strong central control of personnel by DD/P. I would set a deadline of 30 June 1955 by which time every returnee will have a job waiting."

General Comments:

We concur fully in this concept, and the DD/P's comments mirror our own.

Accomplishments to Date:

a. It is now a generally accepted principle that an individual who completes a field assignment will be appropriately reassigned upon the satisfactory completion of his overseas tour of duty. The effective implementation of this policy requires that the reassignment of field personnel be carefully planned and finally determined, if possible, before the expiration of their tours of duty in the field. Such pre-planning must be based on the very close cooperation of operating officials with Career Management and Personnel Officers.

b. The Career Service elements servicing the DD/P maintain returnee rosters containing the probable dates of return of field personnel. Further, on receipt of a Field Reassignment Questionnaire, submitted eight months in advance of the expiration of overseas tours, these elements are also informed concerning the major duties of individuals in the Field, their preferences for next assignments, and the need for Headquarters training, if any. All of this information is necessary in planning the individual's next assignment. The success of such planning will depend to a large extent on the sincerity with which field personnel complete these questionnaires and the extent to which they receive thoughtful consideration and endorsement by operating officials in the Field and in Headquarters well before the individual's return.

c. The Field Reassignment Questionnaire becomes a priority action paper in the Career Service elements where Career Management Officers and Placement Officers collaborate to determine an appropriate reassignment for the individual. This will often involve concurrent plans to reassign Headquarters personnel in order to make an appropriate position available. Then, the employee in the Field will be informed, through channels, concerning the next assignment which has been planned for him. If in some cases it is impossible to reach a final decision concerning a specific assignment before the individual's date of return, he will be notified of the assignments which are being tentatively considered for him.

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d. The development of individual career plans, which is now being initiated, will facilitate the advance determination of assignments by providing long-range guidance to supervisory and Career Service elements.

e. In-casual rosters are maintained on a current basis, and serve to direct priority reassignment efforts toward the prompt resolution of cases involving unassigned returnees who are still carried in Field positions. This is a very important function of Personnel and Career Management Officers at the present time. However, the need for this sort of activity is expected to decrease as pre-planning takes effect.

Future Plans:

We sincerely believe that these procedures will prove effective in resolving many of the returnee problems. However, we must recognize that many factors, such as changing requirements, illness, and operational training requirements, complicate the problem.

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Point 5:

"Eliminate placement by file shopping. If an employee is misplaced, he or she should be relocated by a system of interviews, and a placement officer should handcarry the file to interested supervisors."

General Comments:

This point is well taken. In the past, there was a great deal of the objectionable practice. The complete elimination of the practice is a worthwhile goal.

Accomplishments to Date:

Consideration of employees for positions other than their present one is being done largely on a personal basis through interviews with the individual concerned and supervisory officials. A regulation is being coordinated which will bring to light specific desires on the part of employees for other assignments and will prescribe policy and procedure to be followed. The responsibilities of supervisory officials, Career Services and the Office of Personnel are clearly defined. The Office of Personnel will take an active part in monitoring and effecting satisfactory solutions.

Future Plans:

On numerous occasions I have brought to the attention of office heads the names of well qualified individuals, with the request that a personal interview be conducted. In some instances my requests have been honored. I intend to continue my personal efforts in this direction and, within the outlines of the career system, the placement officers of this office will do likewise.

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Point 6:

"Strengthen the procedures governing the handling of contract personnel by requiring that Personnel, General Counsel and the area division participate in all hiring and firing (or contract lapse) actions. This will eliminate many misunderstandings currently arising because contract agents have not been properly informed about their agreement with the Agency."

General Comments:

The Office of Personnel is in complete agreement with this principle. The "ad hoc" committee idea now in operation for handling of missing-in-action cases has demonstrated admirably how through concerted action a matter can be resolved speedily and to the best interests of the Agency and the individual. The DD/P's comment that attention needs to be given to the procedural aspects of agent contracts is applicable to the Office of Personnel only partially. We have prepared for DD/P a simplified field issuance setting forth the basic requirements for contracts which will be followed by a Headquarters issuance on the subject. DD/P's concern about the methods of accounting for finances, for example, requires review by other support offices.

Accomplishments to Date:

a. The Special Contracting, Allowances and Processing Staff upon request has always assisted the operating divisions in signing up agents and explaining their obligations under contracts. The requests for this service have, however, been very few in comparison with the total number of cases.

b. The proposal that this be a universal procedure has been made several times but has never been seriously considered because of the plea that security factors preclude this office from meeting such large numbers of clandestine personnel.

Future Plans:

One solution to the problem, specifically concerning Office of Personnel interests, would be in providing specially trained persons to brief and explain the benefits and obligations to contractors. Finance, security, and other interests are likewise vital to a well-integrated handling of the problem. We will explore with the Chief, Management Staff, the feasibility and advisability of providing a "central contracting service" similar to the travel central processing function as one means of meeting this problem.

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Point 7:

"Place ironclad rules governing the use of personnel files. These should be available to only a limited number of senior officials in the Agency, and allowed out of the Personnel Office for only a limited time (48 hours). Further, the Personnel Office should devote a major effort to developing one master personnel file on each employee in which all pertinent information is placed. At present any employee who wishes to tamper with his personnel folder can do so with ease."

General Comments:

The Inspector General's views are certainly shared by us and the DD/P as well, although the 48-hour rule would not be susceptible to universal application without observing an inflexibility which we have long sought to remove wherever possible.

Accomplishments to Date:

a. The present regulation on the subject, [REDACTED] requires that the individuals entitled to withdraw personnel files from this office be designated in writing by individual Agency components. At the time [REDACTED] was adopted by the Agency, it was the consensus that five working days constituted a reasonable time for such files to be in the custody of the designated individuals.

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b. For the past year, we have engaged in a tremendous project to convert all personnel files to a standard system, placing papers in proper order and searching out all papers which should be a matter of official record. As of this time, the project is virtually complete insofar as orderly arrangement is concerned. We still have reason to believe that, contrary to [REDACTED] some offices may be holding papers pertaining to an individual's status which properly should be a part of the official record. It is understood that a special Employment Review Board chaired by Dr. James M. Andrews will give this matter some attention in its report to you.

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Future Plans:

In addition to continuously seeking ways and means to perfect our files, we shall explore, on an Agency-wide basis, the proposal that more strict rules be applied to the access to official personnel files. We are presently working on a proposal which would, with the expenditure of considerable manpower, make tampering with files more difficult, in that pre-and-post-charge checks would determine as nearly as possible the person responsible for the tampering. The Chief, Management Staff, will be asked to consider this item as a part of his current survey of this Office.

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Point 8:

"Place a woman in a senior position (even possibly as high as a second Deputy Assistant Director) in the Personnel Office and charge her with aggressively furthering the careers of women in the Agency. This woman should not only see that women are considered for top-level positions, where there is no requirement that the position be held by a man, but should also insure that women returning from overseas are properly placed."

General Comments:

While I agree with the DD/P in his comment on this point, I recognize there has been some justification for the suggestion. As Director of Personnel, I consider that I am already charged with the responsibility outlined above, along with similar responsibilities for all persons, regardless of race or creed. I therefore feel that I should, through my proper officers, police this problem, rather than have an individual policing me.

Accomplishments to Date:

The Office of Personnel is continually on the alert to see that the best qualified individuals available are hired for and assigned to positions that are vacant. Within the scope of the authority of the Office of Personnel, these assignments are based upon merit and demonstrative performance, without regard to race, religion or sex. For positions above Grade GS-5, operating officials have the authority to make the final selection of any individual for any given job. Thus, in the final analysis, Personnel Officers can only inquire into the reasons for the job requiring a man rather than a woman, evaluate these reasons, and where the requirement is not realistic, point this out to the operating official and endeavor to change his mind in the matter. Surveys conducted in the past on an informal basis by this Office have revealed that on the whole, where there was not a realistic requirement for a male to occupy a position, the position was filled on the basis of merit and qualifications and availability of qualified personnel without regard to the sex of the individual.

Future Plans:

With the continued emphasis which I and my people can place on this problem, with an occasional assist from the top echelons of the Agency, I feel our record will withstand the closest scrutiny.

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Point 9:

"Strengthen the Employee Services Division and reverse its emphasis from being available to assist employees to "selling" employees on the Agency and what it can do for them. This should be done, not by paperwork, but by direct contact with supervisors and employee groups at staff meetings, training courses, etc. Our employee services are not mediocre, but are made to appear mediocre by poor public relations."

General Comments:

The record speaks otherwise for this important segment of the Office of Personnel, as indicated below. Our failure, it would appear, is in not having made the top echelons of the Agency aware of a rather considerable effort.

Accomplishments to Date:

The following lectures, special meetings and briefings have been given or supervised by the Employee Services Division, since its establishment 1 September 1953:

a. Comprehensive lectures have been given to approximately 5,500 DD/S, DD/I, DD/P, OTR and OC employees on the following subjects:

- (1) Benefits available under the Federal Employees' Compensation Act
- (2) Benefits of the Agency overseas medical program
- (3) Insurance plans available to Agency employees
- (4) Retirement benefits
- (5) Incentive Awards Program

b. Entrance-on-Duty Orientation has been given to all new employees each Monday morning. Numerous benefits and personnel services afforded them through the Employee Services Division and the Office of Personnel are highlighted.

c. The Office of Personnel has provided a 37-session Personnel Lecture Series principally for the benefit of members with a Personnel Career Designation. The Series, however, is also open to Administrative Officers. Six of the thirty-seven lectures were devoted exclusively to Employee Services Division functions.

d. Special briefings on insurance and hospitalization benefits have been given to personnel of the Inspector General, General Counsel, Office of the DCI, Director of Communications, [REDACTED] Chief, Technical Services Staff, Chief, SR Division, Comptroller, and others.

e. Members of the Counseling Branch have handled many emergency cases. Our participation in emergency situations--death, accident, hospitalization from

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illness or injury--has a tremendous impact on relationship with employees, members of their families and with the general public. As soon as an emergency is reported, a representative of the Counseling Branch contacts the individual involved, if possible and feasible, and then notifies the family. Thereafter, close liaison is maintained with the affected individual, his family, and with our Security and Medical Offices. We assure that the individual is granted the necessary leave, that his Agency hospitalization policy does not lapse during his adversity, that his right to compensation is fully investigated, and that any other action compatible with his general welfare is taken. In death cases, we assure the proper transportation of the body where death occurs overseas and provide the family with necessary forms to enable beneficiaries to collect unpaid compensation, retirement money and life insurance payments.

f. Members of the Division discuss individual cases reported by cable with the Division concerned for the purpose of advising of claim possibilities or rendering assistance to the employee or his family.

g. Members of the Division have arranged organizational meetings for the purpose of promoting recreational activities and as a means of introducing participants. The following are some of the activities promoted: bridge, chess, swimming, art classes, deep sea fishing, golf classes, horseback riding, organizing a group of women employees as Red Cross hostesses and as Armed Services Hospitality Committee hostesses. Luncheons have been arranged in the private diningroom of R & S cafeteria to present recreation programs and for the awarding of trophies as a climax to a season's activities. A smoker was held at the Heurich Brewery in November 1954 for all male employees; attendance numbered 400. A Christmas concert was presented at the R & S auditorium on 21 December 1954 with the Pentagon Choral Group as the featured attraction.

h. The Executive Secretary of the Incentive Awards Committee, an ESD employee, has spoken on the Incentive Awards Program to Career Service Boards, employees of component staff meetings (DD/I, DD/P, Commo), DD/P Personnel Officers, and employees of the [REDACTED]. He has also spoken on the program at award-presentation ceremonies. There have been showings of film strips with sound track to Incentive Awards Committee members and suggestion coordinators.

i. Employee services are publicized to all Agency employees through the use of bulletin boards which are controlled by this Division. There are fifty of these boards, located in the many Agency buildings, containing information on recreation, housing, transportation, etc.

j. The Chief, ESD, has attended meetings of the DD/P Personnel Officers in order to acquaint them with the services available from the Employee Services Division. Members of the Division meet frequently with Administrative Officers and operating officials. Many of these meetings are in connection with special problems such as separation or grievance. Other meetings are held for the purpose of better acquainting operating officials with the services available from the Employee Services Division and at the same time enabling us to learn firsthand about operating problems that may require our assistance.

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Future Plans:

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It is the plan of this Division to continue to expand the various meetings, lectures, etc., in order to "sell" the benefits of the Agency at every available opportunity. [REDACTED] employees are scheduled for overall lectures during the week 25 - 29 April 1955.

Selling employees on the Agency is of course a matter that requires the constant attention of all supervisors, and we intend to concentrate on not only informing the supervisors but individual employees of the various benefits available to them.

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Point 10:

"Imbue in all employees in the Personnel Office and all supervisors that people are our most valuable asset--the good ones should be encouraged and assisted, the poor ones eliminated. But regardless of whether good or poor, they should be handled as human beings not as files, numbers or inanimate objects. I believe that the attitude, typified by referring to personnel as "surplus" like war goods or wheat, has been at the root of some of our mismanagement."

General Comments:

I believe it is understood that people are the Agency's most valuable asset, and constant efforts will be made to further imbue employees of the Office of Personnel in this regard. At every possible opportunity, the IG has stressed the importance of this viewpoint, and I have done likewise.

Accomplishments to Date:

There are many avenues which allow for good employees to be encouraged and developed; i.e., through the Career Service Program, courses offered by the Office of Training, lecture series currently being conducted by the Office of Personnel, and the individual's initiative to take steps to enhance his career, within the Agency and by external training. The elimination of poor employees can be effected within the framework of Agency policy when they are identified to the Office of Personnel by operating officials through memoranda, Fitness Reports and other means. It goes without saying that employees should be handled as individuals rather than in any other terms, and I personally emphasize this concept to my own people and in all my relations with everyone in the Agency.

Future Plans:

We shall certainly avoid the use of terms which might possibly be regarded as offensive or deprecatory. Our continued efforts through the work of the Office of Personnel will actively aid and assist in this important aspect of management.

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